



DEPARTMENT OF PLANNING  
STAFF REPORT

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**PLANNING COMMISSION PUBLIC HEARING**

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**DATE OF HEARING: April 28, 2010**  
**SPEX 2007-0021 - STONESPRING MEDICAL CENTER**  
**DECISION DEADLINE: May 31, 2010**  
**ELECTION DISTRICT: Dulles     PROJECT PLANNER: Marchant Schneider**

**EXECUTIVE SUMMARY**

Highway 50 Real Estate, LLC, (c/o HCA, Inc.) of Nashville, Tennessee, has submitted a Special Exception application to permit general hospital and associated outpatient medical care facilities on a 24-acre portion of the larger 42-acre "Landbay 2" associated with ZMAP 2006-0007, Glascock Field at Stone Ridge. The Applicant has also requested approval of an alternate landscape buffer and screen along the boundary of the proposed special exception area (See Sheet 6 of the Special Exception Plat). ZMAP 2006-0007 was approved on December 4, 2007 and rezoned approximately 98 acres from PD-GI (Planned Development-General Industrial) and CLI (Commercial Light Industrial) to PD-OP (Planned Development - Office Park) and R-16 (Residential -16). A Special Exception for a hospice center and two heliports was approved in conjunction with the ZMAP application (SPEX 2007-0037).

The initial phase of the StoneSpring Medical Center is to include a 337,000 square foot, 164-bed general acute care hospital with associated outpatient medical care facilities. Up 462,000 square feet of special exception uses are proposed either within the hospital facility or in combination with medical office buildings associated with the hospital campus. On September 18, 2009, the State Health Commissioner awarded Northern Virginia Community Hospital an extension of a Certificate of Public Need (COPN) to transfer hospital beds to the proposed facility. The anticipated opening date of the hospital is 2015.

The application is subject to the Revised 1993 Zoning Ordinance and the area is governed by the policies of the Revised General Plan (Suburban Policy Area (Dulles Community)) and the Arcola Area/Route 50 Corridor Plan Amendment (CPAM 2005-0007), which designate this area as Business Community uses. Countywide Health Care Facilities Policies further guide the location and type of health care facilities and health care-related businesses throughout the County.

## RECOMMENDATIONS

Staff supports the application as the proposed hospital and associated outpatient medical care facilities are consistent with the existing land use policies of the Revised General Plan; specifically, the development of a new hospital facility in the Dulles South Area. Staff can recommend approval of the application should Office of Transportation Staff (OTS) staff conclude transportation improvements proffered by ZMAP 2006-0007 are adequate to mitigate the impact of the proposed Special Exception uses.

## SUGGESTED MOTIONS

- 1a. I move that the Planning Commission forward SPEX 2007-0021, StoneSpring Medical Center, to the Board of Supervisors with a recommendation of approval, subject to the Conditions of Approval dated April 6, 2010, and based on the Findings contained in the April 28, 2010, Planning Commission Public Hearing Staff Report.

**OR,**

2. I move that the Planning Commission forward SPEX 2007-0021, StoneSpring Medical Center, to a subsequent worksession for further discussion.

**OR,**

3. I move that the Planning Commission forward SPEX 2007-0021, StoneSpring Medical Center, to the Board of Supervisors with a recommendation of denial.

## VICINITY MAP



### Directions:

From Leesburg, take Route 15 south to east Route 50 (Gilberts Corner). The property is located on the north side of Route 50 and east and west of the intersection with Gum Springs Road (Route 659) at 24597 Gum Spring Road, Sterling, Virginia

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## I. APPLICATION INFORMATION

<b>APPLICANT(S)</b>	Highway 50 Real Estate, LLC (c/o HCA, Inc.) W. Mark Kimbrough, Vice President One Park Plaza Nashville, TN 37203 781-871-6800
<b>REPRESENTATIVE(S)</b>	Cooley Godward Kronish LLP Mark C. Looney, Esquire 11951 Freedom Drive, #1500 Reston, VA 20190 703-456-8652 <a href="mailto:mlooney@cooley.com">mlooney@cooley.com</a>
<b>APPLICANT REQUEST</b>	A <b>Special Exception (SPEX)</b> for hospital and outpatient medical care facilities per Sections 4-304(B) and 4-304(E). Modification of buffer and screening regulations applicable to the proposed special exception uses pursuant to Section 5-1403(C). The application was accepted on August 13, 2007.
<b>LOCATION</b>	Located on the north side of John Mosby Highway (Route 50) and on the west side of Gum Spring Road (Route 659) at 24597 Gum Spring Road, Sterling, Virginia
<b>TAX MAP/PARCEL #</b>	Portion of Tax Map Number 100////////65A PIN 204-48-7841-000
<b>ZONING</b>	<ul style="list-style-type: none"><li>- Revised 1993 Zoning Ordinance</li><li>- PD-OP (Planned Development – Office Park)</li><li>- Airport Impact (AI) Overlay District</li><li>- Floodplain Overlay District (FOD)</li></ul>
<b>ACREAGE OF SITE</b>	23.22 acre portion of a 42.07 acre parcel.

## SURROUNDING ZONING/ LAND USES

	ZONING	PRESENT LAND USES
NORTH	PD-OP	Commercial/Vacant
SOUTH	CLI/PD-OP	Light Industrial/Commercial/Vacant
EAST	CLI/R-16	Light Industrial/Residential
WEST	PD-OP	Commercial/Vacant

## II. REFERRAL AGENCY COMMENT SUMMARY

TOPIC / ISSUE AREA	ISSUES EXAMINED AND STATUS
Land Use	<ul style="list-style-type: none"> <li>○ Consistency with land use policies of the <u>Revised General Plan</u> (RGP). Status: No Issue. Hospital and outpatient medical facilities consistent with modified Business Community designation. <u>Countywide Health Care Facilities Policies</u> recommend development of a new hospital facility in the Dulles South area.</li> <li>○ Implement Green Infrastructure policies (conserve onsite wetlands, river corridor resources, forest resources, archeological resources). Status: Resolved. Variable width management buffer, wetland mitigation, and tree conservation areas addressed via proffer commitment (ZMAP 2006-0007).</li> <li>○ Provide noise attenuation to mitigate noise associated with Airport Impact Overlay District (Ldn 60), approved heliports, and highway noise (Route 50). Status: Resolved. Condition of Approval recommended (Condition 6). Noise attenuation to achieve maximum noise level of 45 decibels.</li> <li>○ Commit to site design elements (incorporate Route 50 Corridor Design Guidelines, address building design and materials, loading areas, etc). Status: Resolved. Amended site layout and illustrative building rendering provided. Condition of Approval recommended (Condition 5). Additional design guidelines addressed via proffer commitment (ZMAP 2006-0007).</li> <li>○ Reduce/mitigate light trespass of proposed uses. Status: Condition of Approval recommended (Condition 7). Fixtures to be full cut-off and fully shielded.</li> <li>○ Depict bicycle and pedestrian connections; provide bicycle racks/shower facilities. Status: Resolved. Condition of Approval recommended regarding bicycle racks, shower facilities (Condition 9). Bicycle and pedestrian connections addressed via proffer commitment (ZMAP 2006-0007).</li> </ul>
Environmental	<ul style="list-style-type: none"> <li>○ Prioritize methods of wetland mitigation. Status: Resolved. Wetland mitigation addressed via proffer commitment (ZMAP 2006-0007).</li> <li>○ Expand conceptual SWM/BMP plan to include facilities in the northern portion of SPEX area. LID measures recommended. Status: Resolved by Plat revision. Condition of Approval recommended (Condition 4).</li> </ul>
Zoning	<ul style="list-style-type: none"> <li>○ Proposed Buffering and Screening (Sheet 6) will require Board of Supervisors approval pursuant Section 5-1403(C). Status: Resolved. Application revised to request the Buffering and Screening modifications (See Zoning discussion below).</li> </ul>

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TOPIC / ISSUE AREA	ISSUES EXAMINED AND STATUS
	<ul style="list-style-type: none"> <li>○ Compliance with <u>Revised 1993 Zoning Ordinance</u> requirements. Status: Resolved through plat notations, application revisions, Conditions of Approval.</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>○ Provide revised traffic analysis comparing trip generation between by-right uses and proposed SPEX uses. Status: Resolved. Revised traffic assessment provided. Total amount of SPEX uses will not generate more trips than those generated by approved uses on the site.</li> <li>○ Clarify traffic analysis performed for main entrance intersection (Stone Springs Boulevard); specifically, statement that intersection will not meet warrants for traffic signal. <b>Status: Unresolved. Follow up discussion necessary.</b></li> <li>○ Include pedestrian circulation plan. Status. Resolved. Bicycle / pedestrian circulation plan addressed via proffer commitment (ZMAP 2006-0007).</li> <li>○ Provide bus stops proximate to entrances of both the proposed hospital and onsite medical office building. Status: Resolved. Condition of approval recommended (Condition 8). Two bus stops to be provided and maintained by Applicant at such time bus service provided to subject property and bus stops requested by OTS.</li> <li>○ Functionality/feasibility of interchange at Route 50 / Stone Springs Boulevard to be studied as part of future access to the hospital campus from Route 50 at Stone Springs Boulevard. Status: No Issue.</li> <li>○ Coordinate Route 50 improvements (i.e. modification of Route 50 / Gum Spring Road intersection to a right-in/right-out configuration, closure of the associated median crossover, and opening of Stone Springs Boulevard) so as to minimize the disruption to traveling public in the area. Status: No Issue.</li> </ul>
Emergency Services	<ul style="list-style-type: none"> <li>○ Availability of Emergency Services. Status: No issue.</li> </ul>
County Attorney	<ul style="list-style-type: none"> <li>○ Development conditions, review and approval to legal form. Status: <b>Under Review</b></li> </ul>
Disclosure of Real Parties	<ul style="list-style-type: none"> <li>○ Received, dated March 26, 2010</li> </ul>

POLICY OR ORDINANCE SECTIONS SUBJECT TO APPLICATION
<u>Revised General Plan</u>
Chapter 2 / Countywide Health Care Facilities Policies
Chapter 5 / Green Infrastructure
Chapter 6 / Arcola Area-Route 50 Corridor Plan
Route 50 Corridor Design Guidelines
Revised Countywide Transportation Plan (CTP)
Bicycle and Pedestrian Mobility Master Plan
<u>Revised 1993 Zoning Ordinance</u>
Section 4-300: Planned Development – Office Park
Section 4-1400: Airport Impact Overlay District
Section 5-1400: Buffering and Screening
Section 6-1310: Special Exception Issues for Consideration

### III. CONCLUSIONS

1. The proposed special exception for hospital use and outpatient medical care facilities is consistent with the existing land use policies of the Revised General Plan (RGP) applicable to the area (Suburban Policy Area – Business Community). The proposed special exception uses are compatible with established and approved uses on similarly planned properties adjacent to the subject site. Subject to the prescribed development conditions of approval, the proposed special exception use will be in accordance the RGP.
2. The proposed hospital use at the subject site achieves the goals of the Countywide Health Care Policies; specifically, *“the development of a new hospital in the Dulles South area of the County which is experiencing rapid population growth and which presently has poor access to any hospital.”*
3. The special exception application will facilitate road improvements in support of the planned road network of the Revised Countywide Transportation Plan (2001) as proffered by ZMAP 2006-0007, Glascock Field at Stone Ridge. The development proposal will not generate more vehicle trips than anticipated by ZMAP 2006-0007; however, timing and coordination of said proffered improvements, review of associated traffic signal analyses, and future access to the site via Route 50 at Stone Springs Boulevard continues to be reviewed by Staff and discussed with the Applicant.
4. The proposed special exception for a hospital and outpatient medical care facilities, with approval of modified buffering and screening requirements, is in accordance with the Revised 1993 Zoning Ordinance.



#### IV. SPEX CONDITIONS OF APPROVAL (April 6, 2010)

Staff recommends the following Conditions of Approval in accordance with the applicable land use policies of the Revised General Plan and which have been agreed to by the Applicant. The language of the Conditions is under review by Zoning Administration and the County Attorney's office. Staff will provide a status report at the Planning Commission public hearing identifying what revisions, if any, have been made in consultation with the Applicant and County staff.

1. **Substantial Conformance.** The proposed Special Exception uses and modifications of Buffering and Screening requirements set forth below in Condition 2 and Condition 3 shall be developed in substantial conformance with Sheet 1, Sheet 3, Sheet 4, and Sheet 6 (together comprising and herein referred to as the "Special Exception Plat") of the plan set entitled Special Exception Plat, SPEX 2007-0021, StoneSpring Medical Center, prepared by Urban, Ltd., dated March 2007, revised through April 6, 2010 (the "Plans") and the Revised 1993 Loudoun County Zoning Ordinance (the "Zoning Ordinance"). Approval of this application for Tax Map 100////////65A (PIN# 204-48-7841) (the "Property"), shall not relieve the Applicant or the owners of the Property from the obligation to comply with and conform to any other Zoning Ordinance, Codified Ordinance, or applicable regulatory requirement.
2. **Uses Permitted.** This Special Exception grants approval of the general use "Hospital" and "Medical care facility, outpatient only" ("Outpatient Medical Care Facility"), as defined in the Zoning Ordinance, to be established within the area of the Property shown on Sheet 3, Sheet 4, and Sheet 6 as lying within the bold, dashed lines and labeled "Limits of SPEX" (the "Special Exception Area"). Such uses are in addition to those uses permitted in the PD-OP (Planned Development – Office Park) Zoning District. Subject to the square footage and height limitations set forth on Sheet 1 of the Special Exception Plat, the Hospital and Outpatient Medical Care Facilities may be constructed in phases generally as shown on the Special Exception Plat, including the establishment of a fifth (5<sup>th</sup>) floor on the Hospital building and also within areas marked with a bold, single-dashed line on Sheet 3, Sheet 4, and Sheet 6 of the Special Exception Plat and labeled thereon as "Approx. Future Ground Floor Expansion."
3. **Buffering and Screening Modification.** This Special Exception grants approval of a modification of buffer and screening regulations applicable to the proposed Special Exception uses as authorized under Section 5-1403(C). This Special Exception specifically approves modification of Section 5-1407(A), which requires buffer yards to be located along the perimeter of a lot or parcel; of Section 5-1414(B)(1)(d)(i), which requires plants to be located within the first 50 feet of the required 100-foot Buffer Yard immediately adjacent to the right of way of Route 50; and Table 5-1414(A) of Section 5-1414(A), which requires a Type 2 Buffer Yard where a Hospital or Outpatient Medical Care Facility is adjacent to a single family attached dwelling, in order to permit the landscape buffer and screen as shown on Sheet 6 of the Special Exception Plat.

4. **Stormwater Management.** The Applicant shall provide a minimum of two (2) Low-Impact Development (LID) design measures in the general locations shown as "Possible BMP Facility" on the Special Exception Plat. In designing such facilities, the Applicant shall consult with the Department of Building and Development to identify and implement LID measure(s) deemed likely to be effective based on the physical characteristics of the Property. Where ponds are proposed to meet this requirement, such ponds shall be detention ponds (wet ponds) or enhanced extended-detention basins or similar facilities. The LID measure(s) will be designed and implemented in accordance with applicable provisions of the FSM.
5. **Architectural Design Elements.** The Applicant shall develop the Special Exception uses consistent with the Route 50 Corridor Design Guidelines, as amended, and shall incorporate the following design elements to the extent they are not in conflict with the Proffer Statement for ZMAP 2006-0007, Glascock Field at Stone Ridge:
  - a. Although Condition 1 above does not require substantial conformance with Sheet 5 of the Plat, nevertheless the exterior building design of the Special Exception uses shall incorporate the architectural concepts of articulated building façades and varied building heights and the use of varied materials and textures, all as generally depicted on Sheet 5 of the Special Exception Plat.
  - b. Architectural treatments and materials for phased structured parking shall complement the character and quality of treatments as described in Condition 5a above.
  - c. A written summary of the Applicant's compliance with this Condition shall be submitted as part of the building permit for the Special Exception Uses and parking structure to which this Condition applies.
6. **Acoustical Treatment.** To mitigate aircraft noise attributed to the Property's location within the Airport Impact (AI) Overlay District (Dulles International Airport), the proposed Hospital use shall be constructed to achieve a maximum interior noise level of 45 decibels, as certified by a licensed engineer qualified to evaluate said standard. Documentation of the design techniques and materials proposed by the Applicant to achieve the interior noise levels required by this Condition shall be provided to the County prior to or in conjunction with approval of the first zoning permit for the Hospital use.
7. **Lighting.** Site lighting shall conform to Sections 7.110 and 7.120 of the Facilities Standards Manual (FSM) and the following:
  - a. Lighting fixtures used in parking areas and on building exteriors shall be full-cutoff and fully shielded, directed inward and downward, and be designed to prevent glare on adjacent properties and public roads.
  - b. Illumination levels of lighting fixtures shall be no greater than necessary for the fixture's intended purpose per the IESNA (Illuminating Engineering Society of North America) recommended maintained luminance.

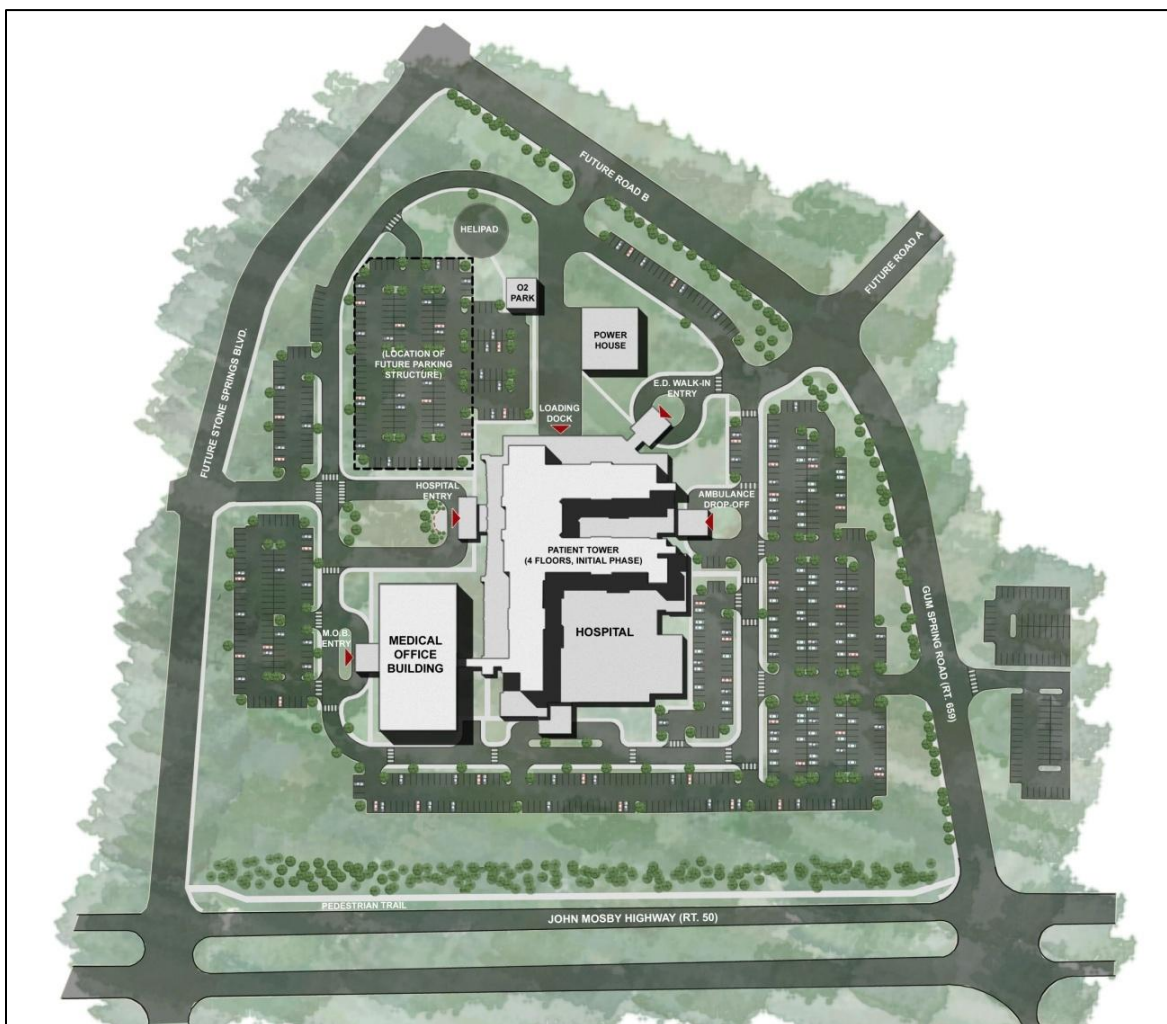
- c. Energy efficient lighting that meets or exceeds allowance of ASHRA 90.1-2004 or IECC-2006, as amended, shall be used where feasible for all non-emergency exterior lighting.
  - d. Site lighting shall not exceed a maximum average illumination of two (2) foot-candles at ground level during non-business hours unless otherwise required by law, ordinance, or regulation.
8. **Bus Shelters.** The Applicant shall construct, at no cost to the County, one (1) bus shelter for the "Hospital / Medical Care Facilities (Outpatient)" building and one (1) bus shelter for the "Medical Office Building / Medical Care Facilities (Outpatient)" building as shown on the Special Exception Plat. Final locations shall be coordinated with the Office of Transportation Services (OTS) or such other appropriate Loudoun County Agency prior to or in conjunction with first site plan approval for the Special Exception uses. Maintenance of the shelters shall be the responsibility of the Applicant. The Applicant shall not be responsible for the installation of the bus shelters until such time as regional and/or intra-County bus service is provided to the Property and County requests the bus shelters in writing. The design and construction of the shelters shall be consistent with County guidelines.
9. **Bicycle Storage / Shower Facilities.**
- a. A minimum of two (2) bicycle racks shall be provided prior to or in conjunction with issuance of the first occupancy permit for the Special Exception uses. The bicycle racks shall be located at locations convenient to Hospital and Outpatient Medical Care Facility employees and visitors and shall accommodate a minimum of five (5) bicycles each. The locations of the bike racks will be determined at time of site plan.
  - b. A minimum of one (1) shower facility shall be provided to employees of the Hospital use, the location of which will be shown at time of building permit application.

## V. PROJECT REVIEW

### A. CONTEXT

#### Background

Hospital Corporation of America (HCA) Virginia Health System operates 12 acute care hospitals, 6 Imaging centers, and 5 surgery centers in Virginia. The proposed StoneSpring Medical Center is a planned hospital facility for HCA's Northern Virginia Market which includes Dominion Hospital, Reston Hospital Center, and Spotsylvania Regional Medical Center (opening in June 2010).



**Figure 1. Illustrative Plan – StoneSpring Medical Center**

The proposed StoneSpring Medical Center was first submitted by the Applicant in 2007 and processed under the name "Route 50 Medical Campus". The proposal included 200,000 square feet of general acute care containing up to 108 hospital beds. 55,500 square feet of outpatient medical care facilities was proposed to be developed in

conjunction with the hospital facility. The application was moved to “inactive” status in July 2008 at the request of the Applicant. The Applicant reactivated the application January 2010 following approval of an extension of a Certificate of Public Need (COPN) by the State Health Commissioner to relocate hospital beds identified for the Broadlands Regional Medical Center to the proposed location at StoneSprings and Route 50 (September 2009). The revised application increased hospital beds from 108 beds to 164 beds, expanded the hospital facility from 200,000 square feet to 337,000 square feet, and increased requested outpatient medical care facilities from 55,000 square feet to 125,000 square feet. The combined total of hospital and outpatient medical care facilities is 462,000 square feet.

The proposed campus consists of the hospital with patient tower (up to 5 stories), a medical office/outpatient medical care building (up to 4 stories), surface parking with option to construct structured parking, a heliport, and power house. The hospital is oriented toward Stone Springs Boulevard with a central green denoting the main entrance. The emergency room access is proposed opposite the main entrance facing planned “Road B.” The layout and design of the facilities are subject to proffered guidelines (ZMAP 2006-0007).

The Applicant also proposes to modify Buffering and Screening standards to locate required buffering and screening around the perimeter of the special exception uses as well as mitigate potential interference with site-distance easements at the intersection of future Roads “A” and “B”.

The Applicant has held multiple information meetings with various HOA’s in the Dulles South Area (i.e. South Riding, Stone Ridge, Kirkpatrick Farms) and other interested individuals in the area. HCA anticipates opening the StoneSprings Medical Center in 2015.

#### Corresponding Land Development Applications

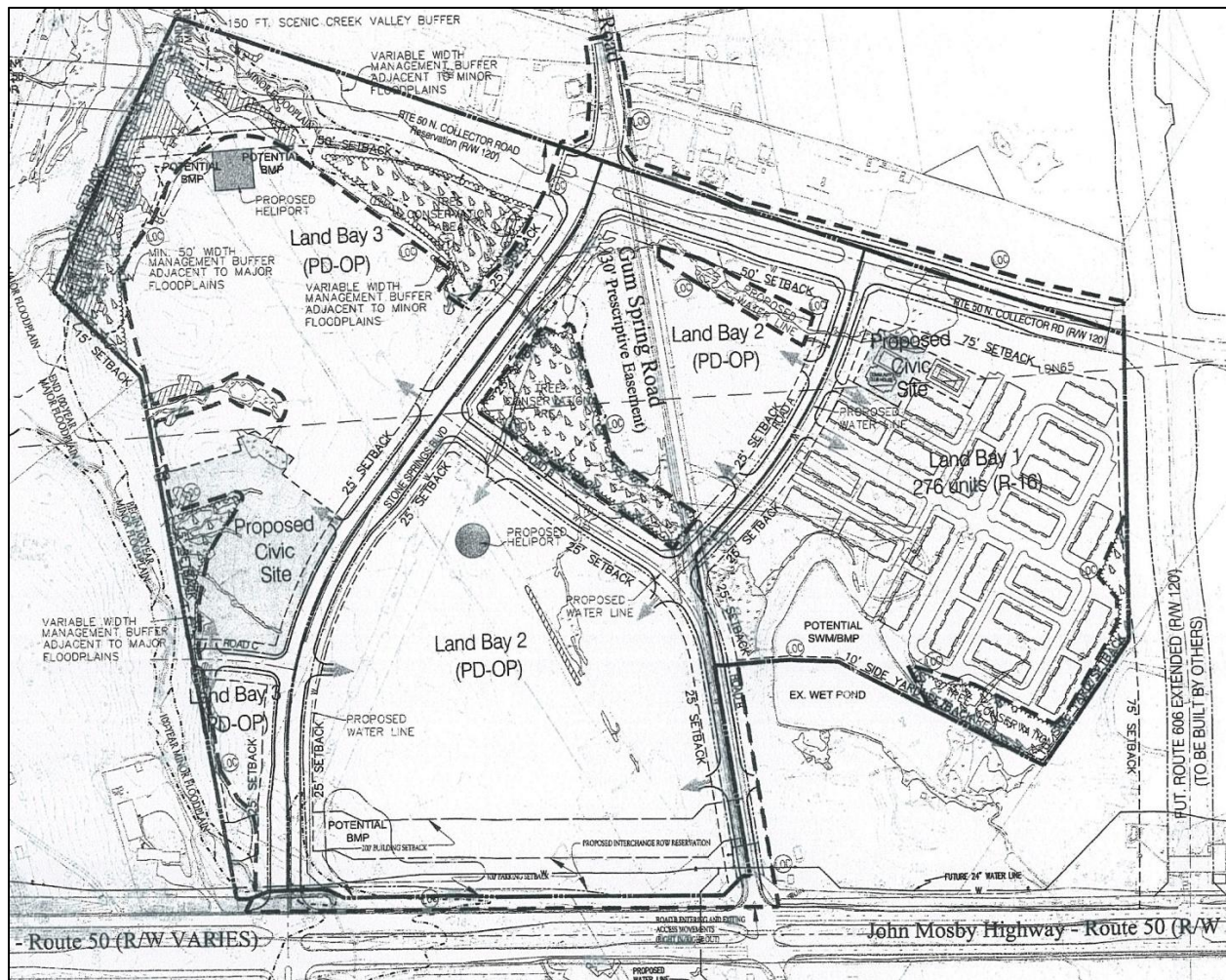
The subject site was rezoned PD-OP (Planned Development – Office Park) by the Board of Supervisors in December 2007 as part of the Glascock Field at Stone Ridge rezoning application (ZMAP 2006-0007). The overall development is comprised of three Landbays and is permitted to develop up to 1,310,355 square feet of non-residential uses and up to 276 residential units (multi-family/single-family attached). A special exception for a hospice center and two heliports was approved in conjunction with the ZMAP application (SPEX 2007-0037).

#### Location

The project is generally bounded to the north by the Village of Arcola, to the west by the South Fork of Broad Run, to the south by Route 50, and to the east by the proposed Route 606 Extended / West Spine Road. Gum Spring Road (Route 659) bisects the property.



Existing and proposed developments in proximity to the site include the Stone Ridge Community and Village Center Plaza to the southwest, Gum Spring Village Center to the south, retail centers Dulles Landing and Arcola -The Shops to the east, and the proposed Inova Health Care Campus – Dulles South<sup>1</sup> to the west. A 60-bed inpatient rehabilitation hospital (HealthSouth) and urgent care center (Dulles Urgent Care Center) are located within the Stone Ridge development (See Vicinity Map above).



**Figure 2. Concept Development Plan – ZMAP 2006-0007, Glascock Field at Stone Ridge**

### Transportation

The subject property is currently accessed via Route 50 and Route 659 (Gum Spring Road). The Special Exception Plat identifies two primary access points to the campus via intersections at Stone Springs Boulevard and future Road “A” and Road “B” (along a

<sup>1</sup> SPEX 2006-0012 permits a full service hospital with inpatient beds. The SPEX will expire five years from the date of approval by the Board of Supervisors (02-05-08) unless a COPN for the hospital has been approved by the State Health Commissioner,

realigned Gum Springs Road). Two additional secondary access points are also proposed along Road "B".

As proposed, the development will generate 7,848 daily trips.

#### Existing Site Conditions

The property is partially wooded with an isolated wetland area and small area of minor floodplain. A private airport (Glascock Field) bifurcates the property. The property is located entirely within the AI (Airport Impact) Overlay District associated with Dulles International Airport.

### **B. SUMMARY OF OUTSTANDING ISSUES**

OTS staff has requested a clarification of a signal analysis for the intersection at the main entrance to the site from Stone Springs Boulevard; specifically, why a signal would not be warranted where such a signal would restore failing side street LOS (i.e., traffic exiting the hospital). Further discussion with the Applicant is necessary (See "Transportation Comments" below).

### **C. OVERALL ANALYSIS**

#### **REVISED GENERAL PLAN (RGP)**

##### Land Use

Development of the subject site is governed by the land use policies identified in the Revised General Plan (RGP). The property is located within the Dulles Community of the Suburban Policy Area and is to be developed pursuant to the Concept Development Plan (CDP) and Proffer Statement associated with ZMAP 2006-0007, Glascock Field at Stone Ridge. The area is planned Business Community as amended by the Arcola Area / Route 50 Corridor Plan. The County envisions a mix of uses within designated Business areas with office and/or light industrial uses as the predominate use intermixed with public/civic uses and parks and open space. The proposed acute care hospital is defined under RGP policies as an institutional use; specifically, a healthcare facility. The Countywide Health Care Facilities policies guide the location and type of healthcare facilities and healthcare-related businesses throughout the County and encourage the location of a variety of health care facilities in those areas where needs have been identified, most notably the Route 50 Corridor.

At the request of staff, the Applicant provided additional information regarding the geographic characteristics of the area to be served, impact on surrounding uses, and the supporting transportation infrastructure. The Applicant states the primary service area for the StoneSpring Medical Center includes Loudoun County, western Fairfax County, and portions of northern Prince William County. The Applicant notes projected 2020 population growth within Loudoun County (415,000 residents, 212 employees) and the likely development focus on the Route 50 Corridor as justification for the

proposed full-service hospital. Moreover, the demand for health care facilities in the region are further supported by the approved extension of a Certificate of Public Need (COPN) for the proposed StoneSpring Medical Center by the State Health Commissioner (September 2009). Currently, only one full-service hospital facility operates in Loudoun County (INOVA Loudoun Hospital). The regional is otherwise served by Reston Hospital, INOVA Fairfax Hospital, Prince William Hospital, and Fauquier Hospital.

The Applicant has also provided a building illustrative and an amended special exception plat to demonstrate the compatibility of the proposed health care facility with the future office and residential uses associated with the Glascock Field at Stone Ridge. A condition of approval committing to the layout and design elements (Condition 5) in addition to those proffered with underlying rezoning application are consistent with the surrounding Business Community land use designation and the Route 50 Corridor Design Guidelines. Supporting transportation infrastructure in support of the facility is described in more detail below under "Transportation".

The proposed hospital use and associated outpatient medical care facilities are in general conformance with the land use policies of the Revised General Plan which identifies this area as appropriate for the development of hospital and business uses.

#### Existing Conditions

The RGP identifies the County's Green Infrastructure as a collection of natural, cultural, heritage, environmental, protected, passive and active resources integrated in a related system. The RGP directs that development should take place around these elements, incorporating them into the design of the site. Elements of the countywide Green Infrastructure found on the subject site (isolated wetland area and small area of minor floodplain) were preserved and/or mitigated during the County's review of ZMAP 2006-0007.

The subject site's location within the Airport Impact Overlay District (Ldn 60) and adjacency to a principal arterial road (Route 50) was not previously addressed with regard to noise-sensitive uses (such as hospitals) listed in the Noise Abatement Criteria (NAC) table included in the RGP. To achieve aural environment goals of the RGP, staff has suggested a condition of approval requiring the Applicant to provide documentation demonstrating an interior noise level not exceeding 45 decibels resulting from aircraft noise associated with Dulles International Airport (Condition 6).

Loudoun County policies also stress the application of lighting standards which reduce unnecessary light pollution and energy waste while improving nighttime visibility and enhancing public safety. To achieve the goal of unnecessary light pollution and energy waste, staff has included a condition of approval which will require the Applicant to install lighting that is directed downward and shielded to reduce glare and light trespass and to reduce illumination levels to the minimum level necessary for a fixture's intended purpose (Condition 7).



### Stormwater Management

The RGP calls for implementation of Low Impact Development (LID) techniques which integrate hydrologically functional designs with existing methods for preventing water pollution. Best Management Practices (BMPs) in conjunction with innovative site designs incorporating LID measures can reduce sedimentation and erosion and maintain the overall water quality of the South Fork of the Broad Run and its associated tributaries west of the site as well as the forested wetland north of the site. Staff has provided a condition of approval requiring the implementation of Low-Impact Development (LID) design measures for the proposed uses on the Property (Condition 4).

### **ZONING**

The Buffering and Screening requirements of Section 5-1400 of the 1993 Revised General Plan prescribe a Type 5 Buffer Yard adjacent to Route 50 with a specific requirement that plantings be located within the first 50 feet of the required 100 foot buffer yard. The balance of the subject parcel will require a Type 1 Buffer Yard. Should single-family attached residential units be developed northeast of the site, south of future Road "A", a Type 2 Buffer Yard will be required.

The Applicant has requested that the noted buffering and screening requirements be amended to permit the landscape plan illustrated on Sheet 6 of the Special Exception Plat. The Applicant proposes to locate the required buffer yards around the perimeter of the Special Exception Use (approximately 23 acres) rather than the larger parcel of which it is a part. The Applicant also proposes to locate plantings outside the required first 50 feet of the Type 5 buffer in order to accommodate right-of-way reservation for a future grade separated interchange at Stone Springs Boulevard / Route 50 as well as accommodate gas lines easement adjacent to Route 50. Lastly, a Type 1 Buffer Yard is requested in lieu of a required Type 2 Buffer Yard along a short section of future Road "B" along should single-family attached units be constructed northeast of the site. The Applicant states the modification is necessary in order to provide a uniform screen along future Road "B" as well as reduce interference with sight-distance easements at the intersection of future Road "B" and Road "A". Staff supports the request as the purpose and intent of the buffer and screen will otherwise be met with the modified buffer yards.

### **TRANSPORTATION**

Based on the Applicant's March 25, 2010 Traffic and Trip Generation Assessment, traffic generated by the proposed hospital and outpatient medical care facilities will be less than that of office development otherwise permitted on the subject site as established by the rezoning application Glascock Field at Stone Ridge. The Special Exception application will facilitate road improvements in support of the planned road

network of the Revised Countywide Transportation Plan (2001) also proffered by ZMAP 2006-0007 as discussed below.

Stone Springs Boulevard Extended (four-lane divided section), Road “A” (four-lane section), Road “B” (four-lane section), and a third westbound lane on Route 50 across the frontage of the site have all been proffered to be constructed as part of the larger Glascock Field development, with Stone Springs Boulevard Extended, Road “B” and the third westbound lane on Route 50 to be open to traffic prior to occupancy of any uses on the subject SPEX site<sup>2</sup>. The Glascock Field proffers acknowledge the temporary nature also state that the Applicant will not object to the modification (by VDOT or others) of the northern half of the existing Gum Spring Road (Road “B”)/Route 50 intersection to a right-in/right-out only configuration once certain other road connections and improvements are in place, as well as the eventual complete closure of this intersection at such time as, among other improvements, an interchange is in place proximate to this location<sup>3</sup>.

### Transportation Comments

There is no proffer from ZMAP 2006-0007 committing the Applicant to design and install a traffic signal at the main entrance to the site from Stone Springs Boulevard Extended. The May 24, 2007 traffic study for ZMAP 2006-0007 indicates failing side street LOS (i.e., traffic exiting the hospital) at this location (Intersection 12 in the traffic study) in both 2015 and 2020. The traffic study states that while a traffic signal at this location would restore LOS to acceptable levels, the intersection “would not likely meet warrants for signalization.” As noted above, OTS staff has requested the applicant clarify assumptions made regarding the signal analysis for the intersection at the main entrance to the site from Stone Springs Boulevard; specifically, why a signal would not be warranted where such a signal would restore failing side street LOS. OTS acknowledges the proffered regional road contribution for non-residential uses and additional regional road contribution for medical office uses located on the site (per ZMAP 2006-0007), and that these contributions could be used for any number of road improvements in the area; however, the monies necessary to complete an improvement such as the signal noted above may not be realized at such time that a signal would be warranted.

### **FIRE AND RESCUE**

The Department of Fire, Rescue, and Emergency Management has no objection to the approval of this application.

Per the adopted Board Fire and Rescue Policy, all Applicants are requested to provide a one-time contribution of \$0.10 per gross square foot of non-residential floor area to be distributed to the primary volunteer fire and rescue agencies, escalated annually from the base year when the policy was adopted (1988). The requested contribution is

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<sup>2</sup> Per Proffer IV.A.2 and Proffer IV.C.1 of the approved Glascock Field proffer statement

<sup>3</sup> Per Proffer IV.L. of the approved Glascock Field proffer statement

provided by the proffer statement for ZMAP 2006-0007, Glascock Field at Stone Ridge at \$0.15 per gross square foot.

**D. ZONING ORDINANCE CRITERIA FOR APPROVAL**

*Section 6-1310 of the Revised 1993 Loudoun County Zoning Ordinance states "In considering a special exception application, the following factors shall be given reasonable consideration. The Applicant shall address all the following in its statement of justification or special exception plat unless not applicable, in addition to any other standards imposed by this Ordinance":*

Standard (A) *Whether the proposed special exception is consistent with the Comprehensive Plan.*

Analysis As outlined and discussed above in Section C, Overall Analysis, Revised General Plan (RGP) policies identify institutional uses such as healthcare facilities as appropriate and compatible uses within Business Communities. Subject to development conditions regarding site design, reduction of light trespass, noise attenuation, and implementation of Green Infrastructure policies, the proposed special exception will be in accordance the RGP.

Standard (B) *Whether the proposed special exception will adequately provide for safety from fire hazards and have effective measures of fire control.*

Analysis The proposed uses will provide effective measures of fire control that meet all state and local fire safety requirements and regulations.

Standard (C) *Whether the level and impact of any noise emanating from the site, including that generated by the proposed use, negatively impacts the uses in the immediate area.*

Analysis The proposed special exception use is not anticipated to generate noise which will negatively impact uses in the immediate area. Planned residential development is located approximately 800 feet from the hospital use and will be separated by a 4-lane undivided public road.

Standard (D) *Whether the glare or light that may be generated by the proposed use negatively impacts uses in the immediate area.*

Analysis A condition of approval will require the Applicant to install restrictive lighting fixtures to minimize light and glare impacts on the immediate area.

Standard (E) *Whether the proposed use is compatible with other existing or proposed uses in the neighborhood, and adjacent parcels.*

Analysis The RGP designates this area Business Community with the predominate use intended as office and/or light industrial uses. The RGP further identifies institutional uses such as healthcare facilities as appropriate and compatible land uses within the policy area.

Standard (F) *Whether sufficient existing or proposed landscaping, screening and buffering on the site and in the neighborhood to adequately screen surrounding uses.*

Analysis Tree Save Areas, variable management buffers to floodplains/wetlands, and open space areas associated with ZMAP 2006-0007 will provide landscaping, screening, and buffering onsite to adequately screen surrounding uses. The Applicant's proposed landscape plan (Sheet 6 of the SPEX Plat) will compliment and enhance these onsite elements.

Standard (G) *Whether the proposed special exception will result in the preservation of any topographic or physical, natural, scenic, archaeological or historic feature of significant importance.*

Analysis No topographic or physical, natural, scenic, or archeological features of significant importance has been identified on the Property. Previously approved heliport uses will be located on portions of Glascock Field, the oldest airport in Loudoun County.

Standard (H) *Whether the proposed special exception will damage existing animal habitat, vegetation, water quality (including groundwater) or air quality.*

Analysis No Endangered and Threatened Species (ETS), rare plant species, or rare plant communities were observed on the Property. It is not anticipated that the proposed uses will negatively affect natural features, wildlife habitat, vegetation or air quality. The underlying rezoning application (ZMAP 2006-0007) preserves appropriate environmental resources on the Property and the disturbance to wildlife habitat is acceptable.

Public water and sanitary sewer will be provided to the site. The recommended conditions of approval require commitments to groundwater quality (stormwater management / LID).

Standard (I) *Whether the proposed special exception at the specified location will contribute to or promote the welfare or convenience of the public.*

Analysis As noted above, the primary service area for the StoneSpring Medical Center includes Loudoun County, western Fairfax County, and portions of northern Prince William County. Demand for full-service hospitals in the region are supported by the issuance of a Certificate of Public Need (COPN) for the proposed HealthSouth facility by the State Health Commissioner.

Further, the Countywide Health Care Facilities policies guide the location and type of healthcare facilities and healthcare-related businesses throughout the County and encourages the location of a variety of health care facilities in those areas where needs have been identified, most notably the Route 50 Corridor where the hospital is proposed.

Standard (J) *Whether the traffic expected to be generated by the proposed use will be adequately and safely served by roads, pedestrian connections and other transportation services.*

Analysis As discussed above, based on the Applicant's March 25, 2010 Traffic and Trip Generation Assessment, traffic generated by the proposed hospital and outpatient medical care facilities will be less than that of office development otherwise permitted on the subject site as established by the rezoning application Glascock Field at Stone Ridge. Adequate pedestrian connections and transportation improvements were reviewed and proffered during the County's review of ZMAP 2006-0007. OTS staff has requested a clarification of a signal analysis for the intersection at the main entrance to the site from Stone Springs Boulevard; specifically, why a signal would not be warranted where such a signal would restore failing side street LOS (i.e., traffic exiting the hospital). Further discussion with the Applicant is necessary.

Standard (L) *Whether the proposed special exception will be served adequately by essential public facilities and services.*

Analysis As identified in the attached referral agency comments, the proposed special exception uses will be adequately served by existing public facilities and services.

Standard (M) *The effect of the proposed special exception on groundwater supply.*

Analysis The proposed special exception uses are not anticipated to have an adverse affect on the County's ground water supply. Public water and sanitary sewer service will be provided by Loudoun Water (formerly LCSA). Storm water management / Best Management Practices (BMPs) and other conservation measures will be implemented by the Applicant.

Standard (N) *Whether the proposed use will affect the structural capacity of the soils.*

Analysis The siting of the proposed facility on the subject property is not anticipated to affect the structural capacity of the soils. Compliance with the requirements of the County's Facilities Standards Manual will ensure adequate structural capacity for the special exception uses.

Standard (O) *Whether the proposed use will negatively impact orderly and safe road development and transportation.*

Analysis As noted above, traffic generated by the proposed hospital and outpatient medical care facilities will be less than that of office development otherwise permitted on the subject site as established by the rezoning application Glascock Field at Stone Ridge.

Standard (P) *Whether the proposed special exception use will provide desirable employment and enlarge the tax base by encouraging economic development activities consistent with the Comprehensive Plan.*

Analysis The proposed special exception for hospital use will provide desirable employment in support of the Business Community uses envisioned within the Route 50 corridor, thereby enlarging the County's tax base. The Applicant states it expects to employ approximately 500 employees. As a for-profit corporation, the Applicant estimates \$3 million in revenues for Loudoun County.

Standard (Q) *Whether the proposed special exception considers the needs of agriculture, industry, and businesses in future growth.*

Analysis The proposed special exception uses are intended to support existing and future resident populations based on the County's land use plan and will not negatively impact existing and future agriculture, industry, and businesses.

Standard (R) *Whether adequate on and off-site infrastructure is available.*

Analysis Adequate on and off-site infrastructure will be made available prior to occupancy of the proposed hospital and outpatient medical care facilities.

Standard (S) *Any anticipated odors which may be generated by the uses on site, and which may negatively impact adjacent uses.*

Analysis No odors are anticipated by the development and/or operation of the proposed special exception uses.

Standard (T) *Whether the proposed special exception uses sufficient measure to mitigate the impact of construction traffic on existing neighborhoods and school areas.*

Analysis Existing and proposed road networks serving the proposed special exception uses will divert construction traffic away from existing neighborhoods and school areas.

<b>VI. ATTACHMENTS</b> (UNLESS NOTED OTHERWISE, ATTACHMENTS ARE NOT AVAILABLE ELECTRONICALLY BUT MAY BE OBTAINED FROM THE DEPARTMENT OF PLANNING)	<b>PAGE NUMBER</b>
<b>1. Review Agency Comments</b>	
a. Planning, Comprehensive Planning (03-11-10, 10-22-07)	A-1
b. Building and Development, Environmental Review Team (02-25-10, 10-05-07)	A-13
c. Building and Development, ERT Archaeologist (11-08-07)	A-21
d. Building and Development, Zoning (03-12-10, 11-20-07)	A-23
e. Office of Transportation Services (04-02-10, 09-13-07)	A-31
f. Virginia Department of Transportation (03-05-10, 09-21-07)	A-59
g. Parks, Recreation, and Community Services (11-13-07)	A-63
h. Fire, Rescue, and Emergency Services (09-18-07)	A-65
i. Health Department (09-11-07)	A-67
j. Loudoun Water (09-13-07)	A-69
<b>2. Disclosure of Real Parties in Interest (03-26-10)</b>	A-71
<b>3. Applicant's Response to Referral Comments (03-25-10, 01-08-10, 04-06-10)</b>	A-127
<b>4. Applicant's Statement of Justification (Revised 04-06-10)</b>	A-163
<b>5. Plat (revised through 04-06-10)</b>	Follows A-172